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ABSTRACT

This report considers the costs of three types of extended school year programs--all modifications of the quarter system--and compares these costs to the regular program. Compared against the traditional approach are: (1) a quarter system in which students attend three quarters a year and are off one quarter, meaning that 75% of all students are in school at any one time; (2) a quarter program in which attendance for all is mandatory, fall through spring, with summer attendance being optional; and (3) a quarter program in which attendance for all students is manadatory, fall through spring, except for those students attending the optional summer quarter. Conclusions indicate that by extending the school year, space can be saved and capital expenditures postponed. However, plans that bring about classroom savings cost more to operate, and within a few years all capital savings are eaten up in operating costs. A review of the literature, facility use information, classroom data, and attendance calendars are included. (Author/DN)

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FINANCIAL IMPLICATIONS

OF

THE EXTENDED SCHOOL YEAR

Administrative Research Department

San Diego Unified School District

May 21, 1970

EA 005 536

INTRODUCTION

This report has been prepared in answer to a request made by the Board of Education for a study of the twelve-month school year.

During the course of the study periodic reports were made to a committee which was established to offer suggestions and to provide direction to the research staff.

Financial implications were given first consideration in this study. Other considerations such as curriculum, acceleration, and articulation, as well as the broad question of acceptance by pupils, parents, and teachers would need to be studied only if extending the school year appeared to be financially feasible.

PREFACE

Eighty to ninety school districts throughout the United States are showing renewed interest in attendance schemes which appear to offer economies which would counteract the steady increases in the cost of education.

The San Diego Unified School District has periodically studied the relationships that exist between the length of the school year and the cost of the San Diego program.

The report that follows again examines the financial implications of the extended school year. Using the cost and the income data for the school year 1968-69, this analysis is probably more detailed than was the case in earlier studies.

The essential elements of the report are contained in the financial tables which are presented. A review of the literature, facility use information, classroom data, and attendance calendars are included.

EXTENDED SCHOOL YEAR

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(Defines terms, explains the limitations of the study, and interprets data used.)

Extended School Year Literature 16-26
(Traces the length of the school year and the corresponding length of the vacation period from the early days of our nation's history to the present time.)

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Administrative Research Department

EXTENDED SCHOOL YEAR

Would extending the school year save money? According to research the answer is yes and no. Some money can be saved. But, on the other hand, additional funds must be spent, State apportionment is lost, and the net result is that loss exceeds savings.

In an attempt to learn the financial facts which accompany extended school year plans, the Administrative Research Department compared San Diego's existing program to three possible alternative programs.

The existing program consists of an academic year of approximately 180 instruction days with a 30-day elementary and a 35-day secondary summer program added.

The alternative proposals are referred to as Proposals A, B, and B-Modified:

Proposal A is a program consisting of approximately 240 instruction days per year divided into four quarters of 60 days. Students are permitted to attend three of the four quarters or 180 days per year. Seventy-five percent of the students and teachers are present during each quarter; 25% of students and teachers are on vacation each quarter. Summer school programs are not provided in this proposal. Implementation of this proposal depends on State approval.

Proposal B is a program consisting of approximately 235 instruction days divided into three quarters of 60 days each and an optional quarter of 55 days. Attendance during the fall, winter, and spring quarters is mandatory; attendance during the summer quarter is optional. Credits earned in any quarter are of equal value insofar as requirements for graduation are concerned. Summer school programs are not provided in this proposal. Education enrichment or student acceleration is made possible through attendance during the optional quarter.

Proposal B-Modified is a program consisting of approximately 235 instruction days divided into three quarters of 60 days and an optional quarter of 55 days. Attendance during the fall, winter, and spring quarters is mandatory except for those students who attend the optional summer quarter. For purposes of this study, the assumption is made that 30% of the students elect to attend the summer quarter and to vacation one of the three remaining quarters. It is further assumed that 10% of the summer enrollment could be persuaded to vacation each of the other quarters. This assumption results in a 10% enrollment reduction during each of the remaining quarters. Summer school programs are not provided in this proposal although a concurrent summer program is not incompatible.

A comparison between the traditional program and the extended-year program Proposal A reveals these financial facts--when the known variables are used as the basis for comparison, Proposal A has a higher net cost than the traditional program.

EXTENDED SCHOOL YEAR (Cont.)

Six hundred ninety-eight portable classrooms would become available if Proposal A were to replace the traditional program. This result would permit the postponement of capital expenditure to a limited degree. The released classrooms would be scattered throughout the school district. Students and classrooms would have to be brought together. Costs incurred in the relocation of portables or in transporting students would reduce the amount of capital outlay saved by the implementation of Proposal A.

If the 698 portable classrooms were valued at $15 thousand each, their combined value would represent $10,420,000. The excess cost of Proposal A would be $1,131,939. In a period of about eight years, the annual cost of Proposal A would equal the savings. At that point the district would be without the school buildings but would be in an extended year program in which excess cost would continue indefinitely.

Adoption of Proposal B by the district would result in an excess annual cost of over three and three-quarter million dollars. Capital expenditures would remain unaffected since the use of school buildings would be comparable in Proposal B and the existing program.

Adoption of Proposal B-Modified would result in an excess annual cost of $1,800,000. Three hundred fifteen portable classrooms would become available under this proposal. The valuation of released classrooms would be equalled by the annual excess cost of the program in less than three years.

Since Proposal A is the type of extended day program which is most frequently mentioned in the popular media, its features bear repetition. The plan is based upon compulsory rotation of pupils and teachers. Three fourths of existing classrooms would be utilized for the entire year. Summer school would be eliminated. Loss of income would exceed savings.

Replacement of the traditional program by Proposal A would result in a more costly program which provided less educational opportunity for children. Further, the increased annual cost of Proposal A would in a few years negate savings in capital outlay.

Additional legislation would probably be required to insure reimbursement by the State for an academic year which was extended over a 12-month period.

Proposal B would prove to be an expensive adoption according to the findings of this study. Primarily, it would replace the present summer program with a full quarter of instruction. Its high cost would be justified in terms of program enrichment and student acceleration.

Proposal B-Modified would eliminate the existing summer school program and substitute an optional summer quarter for approximately 30% of the students. These students would elect to attend this quarter in place of one of the remaining quarters. The result would be a small savings in classroom space coupled with an increased annual cost.

Additional legislation would probably be required to insure reimbursement by the State for an academic year which extended over a 12-month period.

EXTENDED SCHOOL YEAR (Cont.)

Summary. We find that by extending the school year, space can be saved; capital expenditure can be postponed. However, plans which bring about savings in classrooms cost more. This means that within a few years, the money saved on buildings has been spent for operating purposes. The money is gone. The school buildings for which it might have paid have not been built. The excess spending, nevertheless, continues so long as the extended year remains in effect.

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Administrative
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March 1970

Table I
EXTENDED SCHOOL YEAR
Impact on Cost, Income, Classrooms
District Totals

Amounts shown are for 1969-70.

PROPOSALS	ATTENDANCE PATTERNS	A.D.A. Avg. Daily Attend.	COST FACTORS Cost	COST FACTORS Cost Per A.D.A.	INCOME FACTORS Income	INCOME FACTORS Income Per A.D.A.	COST/INCOME COMPARISON Cost	COST/INCOME COMPARISON Income	COST/INCOME COMPARISON Difference	COST/INCOME COMPARISON Comparison with Traditional	CLASSROOMS Gen'l Classrooms Released Perm.	CLASSROOMS Gen'l Classrooms Released Portable
TRADITIONAL Two semesters and summer school.	Total Costs $69,706,867 Cost $67,845,906 | $1,860,961 First Semester | Second Semester | Summer School	129,303	$69,706,867	$539.09	$30,580,837	$236.50	$69,706,867	$30,580,837	$39,126,030	$ -0-	0	0
PROPOSAL A Students attend 3 quarters out of 4 quarters. Twenty-five percent of the students are on vacation each quarter.	Total Cost $68,497,450 Quarter | Vacation | Quarter | Quarter	123,522	68,497,450	554.53	28,239,481	228.61	68,497,450	28,239,481	40,257,969	-1,131,939	249	698
PROPOSAL B (Full Program) All students attend the first 3 quarters. One third of the students attend the optional quarter.	Total Cost $75,087,897 Cost $67,849,606 Quarter | Quarter | Quarter | $7,238,291 Optional Quarter 1/3 Enrollment	133,561	75,087,897	562.19	32,167,558	240.84	75,087,897	32,167,558	42,920,339	-3,794,309	0	0
PROPOSAL B (Modified) The student who attends the optional quarter elects to take a vacation during one of the regular year quarters. (Approx.10% each quarter)	Total Costs $68,262,636 Cost $61,024,345 | $7,238,291 Quarter | Quarter | Quarter | Optional Quarter 1/3 Enrollment 10% on Vacation | 2/3 Vacation	121,206	$68,262,636	$563.19	$27,242,276	$224.76	$68,262,636	$27,242,276	$41,020,360	$-1,894,330	60	315

KWC:jg

SAN DIEGO CITY SCHOOLS
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March 1970

Table II
EXTENDED SCHOOL YEAR
Impact on Cost, Income, Classrooms
Grades K-6

Amounts shown are for 1970-71.

PROPOSALS	ATTENDANCE PATTERNS	A.D.A. Avg. Daily Attend.	COST FACTORS: Cost	COST FACTORS: Cost Per A.D.A.	INCOME FACTORS: Income	INCOME FACTORS: Income Per A.D.A.	COST/INCOME COMPARISON: Cost	COST/INCOME COMPARISON: Income	COST/INCOME COMPARISON: Difference	COST/INCOME COMPARISON: Comparison with Traditional	CLASSROOMS Req'd: Cen'l Classrooms Perm.	CLASSROOMS Req'd: Cen'l Classrooms Portable
TRADITIONAL Two semesters and summer school.	Total Costs $34,297,063 Cost $33,758,606 / $538,457 First Semester / Second Semester / Summer School	74,561	$34,297,063	$459.98	$18,154,914	$243.49	$34,297,063	$18,154,914	$16,142,149 (Base Amount)	$ -0- (Base Line)	-	-
PROPOSAL A Students attend 3 quarters out of 4 quarters. Twenty-five percent of the students are on vacation each quarter.	Total Cost $34,004,041 Quarter / Vacation / Quarter / Quarter	72,544	34,004,041	468.73	17,322,479	238.78	34,004,041	17,322,479	16,681,562	-539,413	171	492
PROPOSAL B (Full Program) All students attend the first 3 quarters. One third of the students attend the optional quarter.	Total Costs $37,458,793 Cost $33,758,606 / $3,700,187 Quarter / Quarter / Quarter / Optional Quarter 1/3 Enrollment	78,437	37,458,793	477.56	19,424,114	247.63	37,458,793	19,424,114	18,034,679	-1,892,530	-	-
PROPOSAL B (Modified) The student who attends the optional quarter elects to take a vacation during one of the regular year quarters. (Approx. 10% each quarter)	Total Costs $34,067,215 Cost $30,367,028 / $3,700,187 Quarter / Quarter / Quarter / Optional Quarter 1/3 Enrollment 10% on Vacation / 2/3 Vacation	71,183	34,067,215	478.58	16,738,619	235.14	34,067,215	16,738,619	17,328,596	-1,186,447	39	222

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Table III
EXTENDED SCHOOL YEAR
Impact on Cost, Income, Classrooms
Grades 7-9

Amounts shown are for 1969-70.

PROPOSALS	ATTENDANCE PATTERNS	A.D.A. Avg. Daily Attend	COST FACTORS Cost	COST FACTORS Cost Per A.D.A.	INCOME FACTORS Income	INCOME FACTORS Income Per A.D.A.	COST/INCOME COMPARISON Cost	COST/INCOME COMPARISON Income	COST/INCOME COMPARISON Difference	COST/INCOME COMPARISON Comparison with Traditional	CLASSROOMS Gen'l Classrooms Released Perm.	CLASSROOMS Gen'l Classrooms Released Portable
TRADITIONAL Two semesters and summer school	Total Costs $18,337,552 Cost $17,635,887 | $701,665 First Semester | Second Semester | Summer School	29,931	18,337,552	$612.66	$6,848,894	$228.82	$18,337,552	$6,848,894	$11,488,658 (Base Amount)	0 (Base Line)	-	-
PROPOSAL A Students attend 3 quarters out of 4 quarters. Twenty-five percent of the students are on vacation each quarter.	Total Cost $17,834,355 Quarter | Vacation | Quarter | Quarter	27,701	17,834,355	643.81	6,088,235	219.78	17,834,355	6,088,235	11,746,120	-257,462	48	106
PROPOSAL B (Full Program) All students attend the first 3 quarters. One third of the students attend the optional quarter.	Total Costs $19,459,975 Cost $17,635,887 | $1,824,088 Quarter | Quarter | Quarter | Optional Quarter 1/3 Enrollment	29,922	19,459,975	650.35	6,980,448	233.28	19,459,975	6,980,448	12,479,527	-990,869	-	-
PROPOSAL B (Modified) The student who attends the optional quarter elects to take a vacation during one of the regular year quarters. (Approx. 10% each quarter)	Total Costs $17,683,490 Cost $15,859,402 | $1,824,088 Quarter | Quarter | Quarter | Optional Quarter 1/3 Enrollment 10% on Vacation | 2/3 Vacation	27,151	17,683,490	651.30	5,875,204	216.38	17,683,490	5,875,204	11,808,286	-319,628	14	50

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Table IV
EXTENDED SCHOOL YEAR
Impact on Cost, Income, Classrooms
Grades 10-12

Amounts shown are for 1969-70

PROPOSALS	ATTENDANCE PATTERNS	A.D.A. Avg. Daily Attend.	COST FACTORS Cost	COST FACTORS Cost Per A.D.A.	INCOME FACTORS Income	INCOME FACTORS Income Per A.D.A.	COST/INCOME COMPARISON Cost	COST/INCOME COMPARISON Income	COST/INCOME COMPARISON Difference	COST/INCOME COMPARISON Comparison with Traditional	Additional Unit Classrooms Required Perm.	Additional Unit Classrooms Required Portable
TRADITIONAL Two semesters and summer school.	Total Costs $17,072,252 Cost $16,451,413 / $620,819 First Semester / Second Semester / Summer School	24,813	$17,072,252	$688.03	$5,577,029	$224.76	$17,072,252	$5,577,029	$11,495,223 Base Amount	$ -0- (Base Line)	0	0
PROPOSAL A Students attend 3 quarters out of 4 quarters. Twenty-five percent of the students are on vacation each quarter.	Total Cost $16,659,054 Quarter / Vacation / Quarter / Quarter	23,277	16,659,054	715.68	4,828,767	207.44	16,659,054	4,828,767	11,830,287	$ -335,064	30	100
PROPOSAL B (Full Program) All students attend the first 3 quarters. One third of the students attend the optional quarter.	Total Costs $18,169,129 Cost $16,455,113 / $1,714,016 Quarter / Quarter / Quarter / Optional Quarter 1/3 Enrollment	25,202	18,169,129	720.93	5,762,996	228.67	18,169,129	5,762,996	12,406,133	$ -910,910	0	0
PROPOSAL B (Modified) The student who attends the optional quarter elects to take a vacation during one of the regular year quarters. (Approx. 10% each quarter)	Total Costs $16,511,931 Cost $14,797,915 / $1,714,016 Quarter / Quarter / Quarter / Optional Quarter 1/3 Enrollment 10% on Vacation / 2/3 Vacation	22,874	16,511,931	721.86	4,628,453	202.34	16,511,931	4,628,453	11,883,478	$ -388,255	7	43

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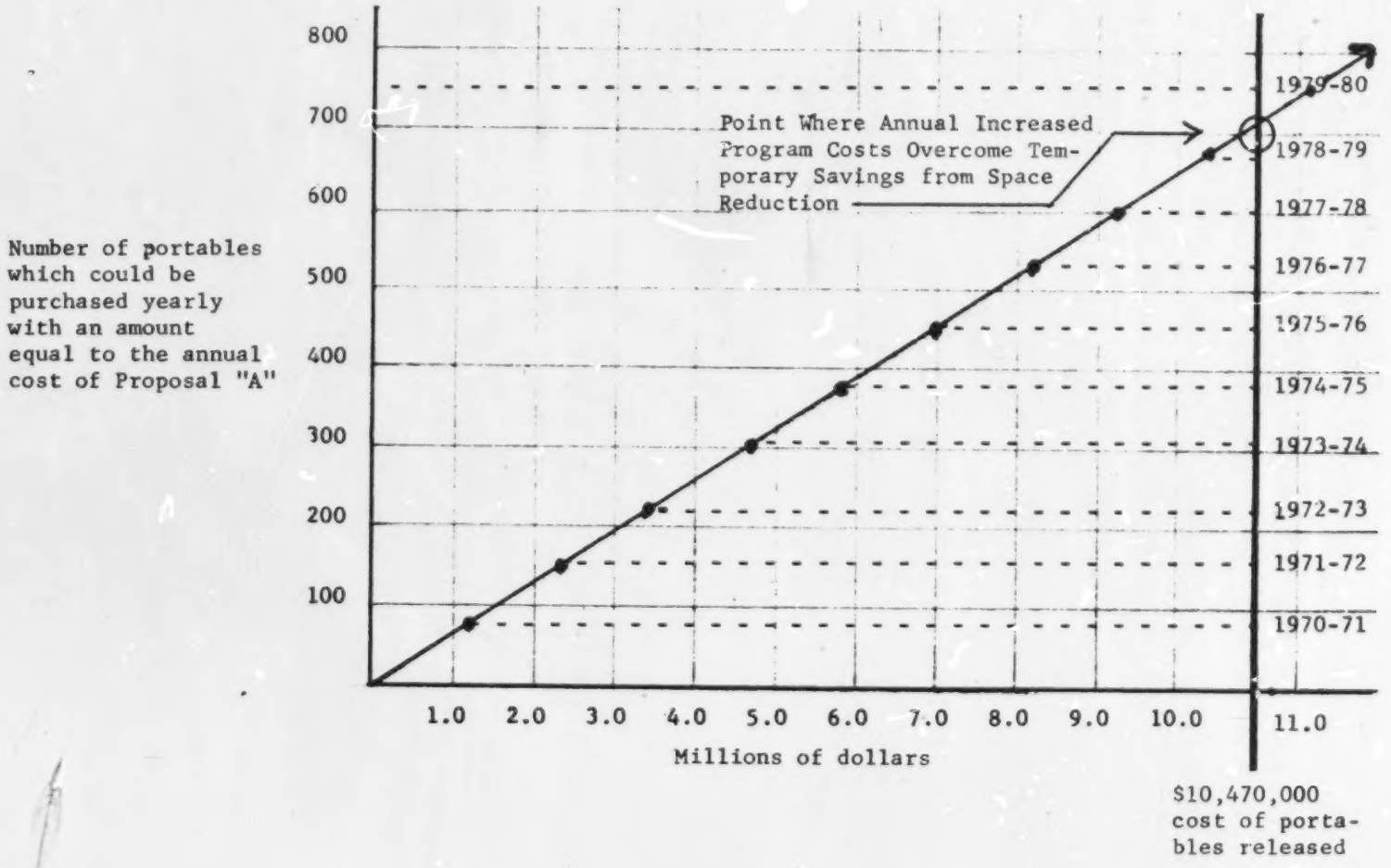
TABLE V

CLASSROOMS FINANCED THROUGH TEMPORARY REDUCTION
IN SPACE REQUIREMENTS RELATED TO INCREASED PROGRAM COSTS

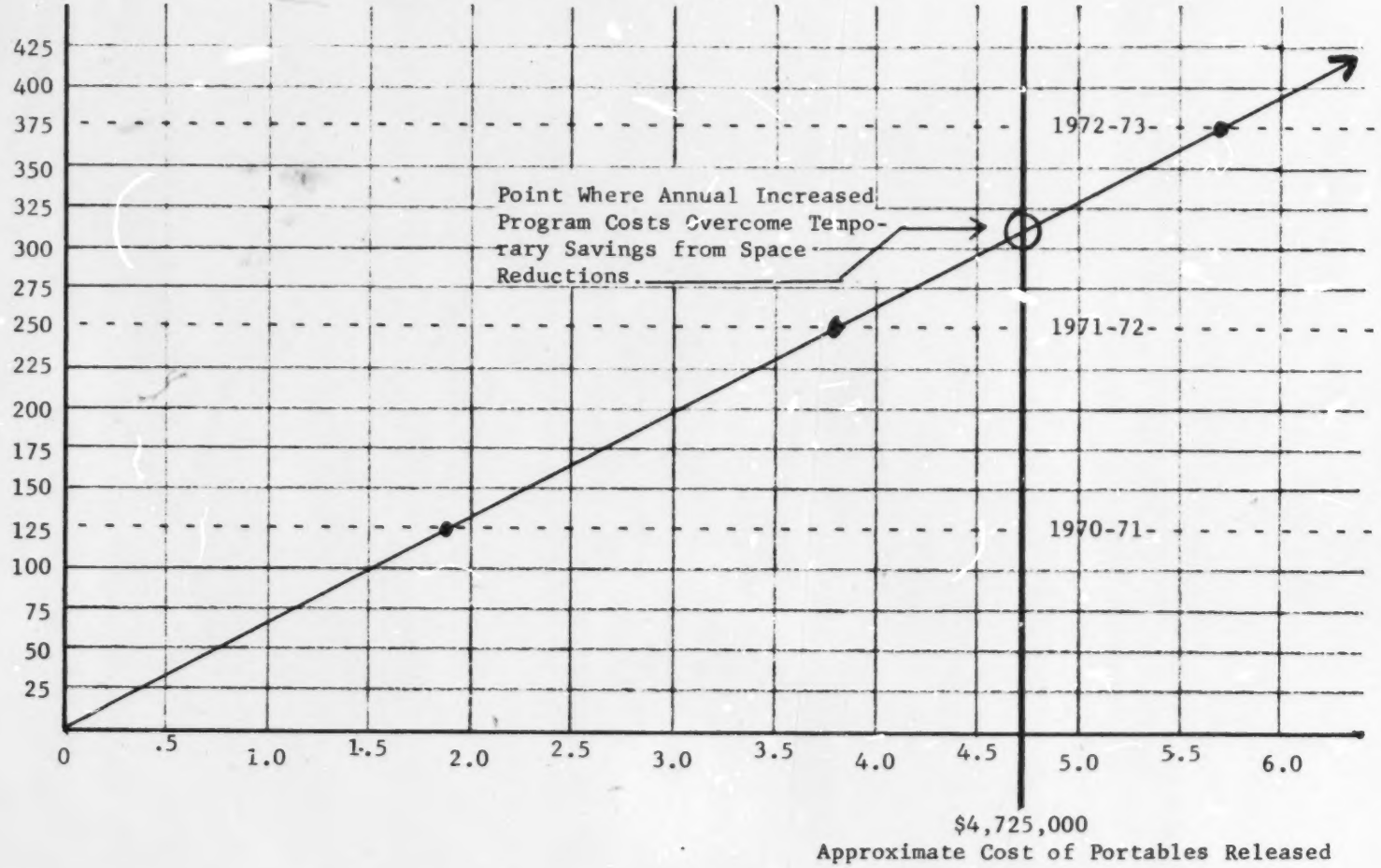


PROPOSAL "A"	Portables Released Under Proposal "A"	Cost of Portables Released	Additional Operating Cost per Year Proposal "A"
ELEMENTARY	492	$ 7,380,000	$ 539,413
SECONDARY	206	$ 3,090,000	$ 592,526
DISTRICT TOTAL	698	$10,470,000	$1,131,939

KWC:ak

TABLE VI

CLASSROOMS FINANCED THROUGH TEMPORARY REDUCTION
IN SPACE REQUIREMENTS RELATED TO INCREASED PROGRAM COSTS



PROPOSAL "B" MODIFIED	Portables made Available	Approx. Cost of Portables	Additional Cost per Year "B" Modified
ELEMENTARY	222	$3,330,000	$1,186,447
SECONDARY	93	$1,395,000	$ 707,883
DISTRICT TOTAL	315	$4,725,000	$1,894,330

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TABLE VII

TYPICAL USE OF FACILITIES AT PRESENT TIME

The uses shown below are over and above the daily use made of school buildings by the K-12 program during the regular year.

Educational

	Academic Year		Summer	
	Schools Used	Total No. Classrooms Used	Schools Used	Total No. Classrooms Used
Extended Day				
Secondary	5	9	1	12
Elementary	5	3		
In-service Education				
Secondary	19	85	3	23
Elementary	22	73	6	29
Summer School				
Secondary			30	861
Elementary			58	535
Children Centers				
Elementary (12 hours daily)	9	23	9	23
Adult Education				
Secondary	16	272	12	135
Elementary	24	52	4	6
Adult Centers	3	30	3	30

Community Service

Totals	Rec. Dept.	PTA	Boy Scouts Cub Scouts	Youth	Gov't	Civic Groups	Spec.	Sch. Assn.	Non-Com.	Com.
55,144	45,088	1,114	3,582	779	190	130	92	103	4,039	27

SAN DIEGO UNIFIED SCHOOL DISTRICT
Business Division

USE OF SCHOOL FACILITIES BY COMMUNITY GROUPS - 1968-69

Examples of Groups in Various Headings

Commercial (profit-making organizations)
- Surfing films
- Music and dance recitals
- Stage plays

Non-commercial (tax-exempt organizations)
- Churches
- Political organizations
- Civil Service
- Educational institutions (Includes College and University Extension Courses)
- Fund-raising activities for youth groups
- Youth groups not approved for "free use"
- Service Clubs

Recreation
- Athletic activities (basketball, volleyball, etc.)
- Square dances
- Teen dances
- Little League and Pop Warner--meetings and practice
- Tap and drama classes

PTA - Unit meetings

Scouts - Troop and Pack meetings

Youth
- Girl Scouts
- Y-Indian Guides
- Campfire Girls

Government
- City Planning Department
- City Engineering

Civic
- Town Councils
- Community Improvement Associations
- Neighborhood groups

Special Projects
- Economic Opportunity Commission
- Urban League
- Family Service Association

School Association
- Classified Employees Association
- Administrators Association
- San Diego Teachers Association
- San Diego Federation of Teachers

SAN DIEGO CITY SCHOOLS
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EXTENDED SCHOOL YEAR

Attendance Calendars

School attendance calendars may be designed in a multitude of ways. San Diego for many years has adopted an attendance calendar of approximately 38 weeks in length which for instruction purposes has been divided into two semesters, or cycles, of 19 weeks each.

Quarters, or cycles, of eight, nine, or ten weeks are used as units of time for instruction in some places; trimesters, consisting of 12-week instructional time cycles, are currently in effect in other school districts.

Whether the school attendance calendar is designed to accommodate semester, quarter, or trimester cycles of instruction time, conventionally, the total number of days of instruction within the academic year tends to approximate 180 days.

In San Diego, and in the typical school district elsewhere, the summer school period of instruction is looked upon as separate and distinct from the academic year and usually is not considered to be an extension of the academic year.

The extended school year, by definition, requires that either the days of instruction (180) within the academic year be spaced over a period of time which exceeds the normal academic year of 38 weeks or the number of days of instruction be increased beyond the 180 days.

The school attendance calendars in this study:

Serve as illustrations of possible changes from the semester calendar in order to establish an extended school year.

Are designed to fit the quarter arrangement of instruction cycles.

Afford a degree of compatibility with the semester arrangement.

Provide for extended use of the facilities of the district.

Illustration #1 has two advantages: (1) the cycles of instruction are to remain relatively free from extended holiday interruption and (2) the cycles of instruction are to terminate immediately prior to the traditional Christmas and spring vacation periods.

Illustration #2 is designed to equalize the number of days of instruction within each quarter (60), while permitting the academic year to start and terminate at dates compatible to the semester calendar. Christmas and Easter vacation periods in this design would fall within quarters and would, therefore, cause extended interruption of instruction.

EXTENDED SCHOOL YEAR

Quarter Calendar for 1970-71 School Year

Illustration #1

	SCHOOL MONTH	FIRST WEEK						SECOND WEEK						THIRD WEEK						FOURTH WEEK						FIFTH WEEK					
		M	T	W	T	F	S	M	T	W	T	F	S	M	T	W	T	F	S	M	T	W	T	F	S	M	T	W	T	F	S
Sept.	FIRST		1	2	3	4		7	8	9	10	11		14	15	16	17	18		21	22	23	24	25		28	29	30			
Oct.	SECOND				1	2		5	6	7	8	9		12	13	14	15	16		19	20	21	22	23		26	27	28	29	30	
Nov.	THIRD	2	3	4	5	6		9	10	11	12	13		16	17	18	19	20		23	24	25	26	27		30					
Dec.	FOURTH		1	2	3	4		7	8	9	10	11		14	15	16	17	18		21	22	23	24	25		28	29	30	31		
Jan.	FIFTH					1		4	5	6	7	8		11	12	13	14	15		18	19	20	21	22		25	26	27	28	29	
Feb.	SIXTH	1	2	3	4	5		8	9	10	11	12		15	16	17	18	19		22	23	24	25	26							
March	SEVENTH	1	2	3	4	5		8	9	10	11	12		15	16	17	18	19		22	23	24	25	26		29	30	31			
April	EIGHTH				1	2		5	6	7	8	9		12	13	14	15	16		19	20	21	22	23		26	27	28	29	30	
May	NINTH	3	4	5	6	7		10	11	12	13	14		17	18	19	20	21		24	25	26	27	28		31					
June	TENTH		1	2	3	4		7	8	9	10	11		14	15	16	17	18		21	22	23	24	25		28	29	30			
July	ELEVENTH				1	2		5	6	7	8	9		12	13	14	15	16		19	20	21	22	23		26	27	28	29	30	
Aug.	TWELFTH	2	3	4	5	6		9	10	11	12	13		16	17	18	19	20		23	24	25	26	27		30	31				
Sept.	THIRTEENTH			1	2	3		6	7	8	9	10		13	14	15	16	17		20	21	22	23	24		27	28	29	30		

Fall Quarter	September 23	- December 18	- 60		Exclusive of Thanksgiving Vacation (2 days)
Winter Quarter	January 11	- April 2	- 58		Christmas Vacation (3 weeks)
Spring Quarter	April 12	- July 2	- 59		Spring Vacation (1 week)
				177	
Summer Quarter	July 6	- September 17	- 52		Vacation periods do not interrupt class schedules.
				229	

College Quarter = about 48 days of instruction.

REF:Jg
5/4/70

EXTENDED SCHOOL YEAR

Quarter Calenda. for 1970-71 School Year

Illustration #2

	SCHOOL MONTH	FIRST WEEK						SECOND WEEK						THIRD WEEK						FOURTH WEEK						FIFTH WEEK					
		M	T	W	T	F	S	M	T	W	T	F	S	M	T	W	T	F	S	M	T	W	T	F	S	M	T	W	T	F	S
Sept.	FIRST		1	2	3	4		7	8	9	10	11		14	15	16	17	18		21	22	23	24	25		28	29	30			
Oct.	SECOND				1	2		5	6	7	8	9		12	13	14	15	16		19	20	21	22	23		26	27	28	29	30	
Nov.	THIRD	2	3	4	5	6		9	10	11	12	13		16	17	18	19	20		23	24	25	26	27		30					
Dec.	FOURTH		1	2	3	4		7	8	9	10	11		14	15	16	17	18		21	22	23	24	25		28	29	30	31		
Jan.	FIFTH					1		4	5	6	7	8		11	12	13	14	15		18	19	20	21	22		25	26	27	28	29	
Feb.	SIXTH	1	2	3	4	5		8	9	10	11	12		15	16	17	18	19		22	23	24	25	26							
March	SEVENTH	1	2	3	4	5		8	9	10	11	12		15	16	17	18	19		22	23	24	25	26		29	30	31			
April	EIGHTH				1	2		5	6	7	8	9		12	13	14	15	16		19	20	21	22	23		26	27	28	29	30	
May	NINTH	3	4	5	6	7		10	11	12	13	14		17	18	19	20	21		24	25	26	27	28		31					
June	TENTH		1	2	3	4		7	8	9	10	11		14	15	16	17	18		21	22	23	24	25		28	29	30			
July	ELEVENTH				1	2		5	6	7	8	9		12	13	14	15	16		19	20	21	22	23		26	27	28	29	30	
Aug.	TWELFTH	2	3	4	5	6		9	10	11	12	13		16	17	18	19	20		23	24	25	26	27		30	31				
Sept.	THIRTEENTH			1	2	3		6	7	8	9	10		13	14	15	16	17		20	21	22	23	24		27	28	29	30		

Fall Quarter	September 14	- December 4	- 57	
Winter Quarter	December 7	- March 12	- 58	Excluding 10 days at Christmas
Spring Quarter	March 15	- June 11	- 59	Excluding 5 days at Easter
Summer Quarter	June 14	- September 3	- 59	
			233	

REF: Jg
5/4/70

SAN DIEGO CITY SCHOOLS
Administrative Research Department

EXTENDED SCHOOL YEAR

Report Limitations

The report is based upon data taken from the budget summaries and personnel staff reports for the school year 1968-69.

The term "income" as used in the report refers only to the amount of money received from the State in the category of principal apportionment. Eliminated are revenue from local sources, special apportionment, and Federal sources.

The term "cost" as used in the report refers only to current expense of education. Eliminated are prorated overhead costs, transportation costs, and fixed charges.

Increases in the costs of extended year proposals shown in the report are primarily attributable to changes in administrative, student service, and clerical positions from 10- to 12-month assignments. These cost increases were determined after the number of such positions were reduced due to decreases in enrollments.

The estimated cost of bungalow relocation used in the report was $2,000.

The cost of pupil transportation used in the report was $8 per month.

The estimated value of portable bungalows used in the report was $15 thousand.

The teacher salary amounts used in the report for the optional quarter costs were determined by multiplying the weekly salary by 11 weeks. The average annual salary of $11 thousand was used.

The extended year proposals described in the report which would represent an extension of the summer program could probably be implemented under existing State law. The extended year proposals which would represent an extension of the academic year or which provide for staggered attendance could probably be implemented only through new legislation.

SAN DIEGO CITY SCHOOLS
Administrative Research Department

EXTENDED SCHOOL YEAR
LITERATURE

BACKGROUND

The length of the school year and the corresponding length of the vacation period have varied from one section of the country to another throughout the years. In the early days of our nation's history, when life was predominantly rural, the length of the school year was based on the requirements of an agricultural economy. Because children were needed for farm work during the late spring, summer, and early fall, the school year was relatively short, and most pupils attended school during the winter months only. Very young children attended special summer schools because they were too young for farm work and because of poor road conditions in the winter months. Teachers were not employed for the full 12-month period. Generally, men taught during the winter, and women taught during the summer if school was conducted then.

During the years prior to 1840, city schools were conducted nearly all year. Buffalo operated its school system for 12 months; Baltimore and Cincinnati, for 11 months; New York, for 49 weeks; and Chicago, for 48 weeks. The school year usually was divided into four terms of 12 weeks each, with a one-week vacation between terms. Gradually this pattern was altered to provide a one-week vacation at Christmas, another at Easter, and two during the summer.

For 75 years following 1840, cities gradually shortened the school year and increased the vacation period. At the same time, rural areas gradually lengthened the school year, until it approximated the shortened year in the cities. By 1915, most of the nation's schools operated on a nine-month school year, although there were slight variations from one section of the country to another. Many communities operated a vacation school, a forerunner of the present summer school, but this session was not considered a part of the regular school year. The vacation school first provided only recreational activities, with academic courses offered in later years.

One plan for a rescheduled school year--the all-year school or rotating four-quarter plan--has been discussed and debated rather intensely in recent years. It was advocated during World War I and World War II, and during the years immediately following. A survey of literature indicates that the rotating four-quarter plan was widely considered and debated between 1924 and 1931, and again between 1947 and 1953, times of growing enrollments and rising school construction costs.

Plans providing a longer school year or year-round utilization of the school are once again of interest. The desire for improved educational opportunities has been added to the economy objective in sustaining interest in the various plans.

In spite of advantages claimed for rescheduled school year plans, experimentation and adoption has not been widespread. Surveys have generally shown major changes in the school year to be unpopular among teachers, administrators, and parents.

Extended School Year

A 1964 national survey asked school administrators if they would favor an all-year school arrangement, with some pupils on vacation each quarter and teachers on duty all year, except for a two- or three-week vacation. Two out of three administrators responded negatively, citing most often as their reason for opposition the teacher's need for an extended vacation.

Approximately three out of four (76 percent) parents responding to a survey of reactions to changes in the basic organization of the school year opposed the year-round school arrangement (i.e., the rotating four-quarter plan). Most objected on the grounds that winter is no time for a child's vacation.

Frost reported in 1967 the results of a Gallup poll of parents' opinions on the school year. Nearly 7 in 10 (68 percent) parents of school children responding considered a reduction in the summer vacation a poor idea. Among 13 suggested changes in the school year, "reduce summer vacation to four weeks" appealed most to only 4 percent of the respondents.

Sometimes resistance has been community-wide. Bienenstok described an example of resistance to innovation, particularly to rescheduling the school year, in a suburban community in the New York metropolitan area.

A random sample of Polk County, Florida, teachers, parents, and pupils was asked which one of seven plans for rescheduling the school year they favored. Results are given below:

Plan	Teachers	Parents	Pupils
1. Present 180-day school year	16.2%	20.1%	18.4%
2. Present program plus voluntary summer session	17.9	23.1	31.4
3. Present program plus summer session, voluntary for some, mandatory for students who have failed.....	60.9	47.1	36.7
4. Rotating four-quarter plan, with one-fourth of enrollment on vacation each quarter.....	1.6	1.7	3.5
5. Continuous four-quarter, with two years of acceleration in 12	1.6	4.8	4.2
6. Rotating trimester plan, with one-third of enrollment on vacation each trimester	0.6	1.2	3.3
7. Continuous trimester, with two years of acceleration in 12	1.2	2.0	2.5

Results of this survey showed overwhelming preference for some sort of summer school.

TRADITIONAL SUMMER-SCHOOL PLAN

Conducting school during the summer months is quite common throughout the country. There have been four main purposes for conducting summer sessions: recreation, make-up, remediation, and enrichment. In recent years, pupil acceleration has also become a goal.

Most summer programs last six or seven weeks. Usually pupil attendance is voluntary, but it has been suggested that attendance be mandatory for those pupils who have failed grades or who require remedial assistance. The summer session may be financed by the school district or by tuition or fees, or by a combination of the two.

The objectives of the summer program are primarily educational, but it has been suggested that economies will be obtained if remedial programs result in fewer pupil failures.

Estimated costs for operating a summer program have ranged from 4 to 5 percent to 17 to 18 percent of the annual budget.

The Florida Educational Research and Development Council studied the fesibility of adopting two variations of a summer program in Polk County, Florida. The Council concluded that a completely voluntary, seven-week summer session which offered make-up, enrichment, and acceleration courses without cost to pupils would result in a 5.55 percent increase in net expenditures. A similar program, but compulsory for nonpromoted pupils and voluntary for all others, would result in an estimated 5.70 percent increase in net expenditures.

After studying these and six other school year plans, including the rotating four-quarter, the trimester, and the rotating trimester plans, the Florida Council recommended either of the summer-school plans as best if the school board wished to make better use of the school plant and school personnel without making major changes in curriculum and administrative organization.

Some of the advantages and disadvantages of the summer-school plan may be summarized as follows:

Advantages

1. The plan offers increased educational opportunities without requiring major changes in the curriculum and school organization.

2. Retarded pupils have an opportunity for special assistance and training. This will aid their further development and may decrease pupil grade failure, thus saving the cost of reteaching nonpromoted pupils.

3. All pupils may have the benefit of guided leisure time.

4. All pupils may benefit from having an opportunity to take courses not normally offered during the regular school year or courses which might not fit into their regular school year schedules.

5. Teachers may be employed on a year-round basis, thus utilizing their resources for professional work throughout the year and also improving their economic status.

6. There is little difficulty in maintaining the school physical plant, since the entire plant is not required for summer classes.

7. In most instances, participation in summer school is voluntary and does not interfere with family summer vacations.

Disadvantages

1. The summer session increases total educational costs.

2. In most instances the program is optional, and only a small percentage of the school enrollment may choose to participate. Thus, the return on the added investment may be too small to make the program financially feasible.

3. Parents may be releasing to the school some functions of child training and care which might better be retained in the home.

ROTATING FOUR-QUARTER PLAN

For many years, the most prominent all-year school plan was the rotating, or staggered, four-quarter plan. This arrangement divides the school year into four equal quarters of approximately 12 weeks each. Each pupil attends three consecutive quarters and vacations the fourth. Thus, each pupil spends the same amount of time attending school as under the traditional nine-month school year arrangement, but the school is in operation throughout the entire year. Vacation periods are staggered throughout the year, so that at any time, three-fourths of the entire student enrollment is attending school and the remaining one-fourth is on vacation. It is generally recommended that pupils enter school in the quarter in which their birth dates fall. For example, if the fall quarter runs from September through November, all pupils born in those months enter first grade in September and continue to attend classes from fall through spring, and vacation in summer, throughout their years in school. Most commonly recommended is a 12-week quarter with one week of vacation between quarters.

The primary objective of the rotating four-quarter plan is economy. Theoretically, this arrangement would save about 25 percent in capital outlay for new buildings by fully utilizing existing facilities. Proponents contend that this plan would also reduce the required teaching force by 25 percent, since only three-fourths of the student enrollment would be in school at any one time. At the same time, it would increase by approximately 20 percent the annual salaries of those teachers employed for all four quarters.

Experimentation

It appears that the rotating four-quarter plan was first put into operation in Bluffton, Indiana, in 1904 (discontinued in 1915). Ten cities reportedly were using the plan by 1923, and the number apparently reached its peak of 13 in 1925. Between 1904 and 1950, the rotating four-quarter plan was initiated and discontinued in the following cities: Bluffton and Gary, Indiana; Mason City, Iowa; Eveleth, Minnesota; Omaha, Nebraska; Albuquerque, New Mexico; Ardmore and Tulsa, Oklahoma; Ambridge and Aliquippa, Pennsylvania; and Amarillo and El Paso, Texas; and in Bayonne, New Jersey, and Minot, North Dakota. By 1950, only Chattanooga, Tennessee, was using the plan, and by 1956, no cities were known to be operating under the plan.

The Omaha four-quarter plan operated from 1918 until 1940 in Omaha Technical High School. The quarters were originally 12 weeks long, but the summer quarter was shortened to 10 weeks in the 1930's. The school was reorganized every 12 weeks, and one class was graduated every quarter. It was reported that this frequent school reorganization did not result in time loss. The holding power of the school was increased, and the plan reportedly was popular with parents, teachers, and businessmen.

Two of the better-known experiments were those in Ambridge and Aliquippa, Pennsylvania.

In Aliquippa the plan was adopted in 1928 in order to avoid investment in additional school buildings. Attendance quarters were arbitrarily assigned, but requests for changes were considered. A new first-grade section was enrolled each quarter, and there were four promotional dates. Some pupils were allowed to attend all four quarters, but were not allowed to accelerate more than one year. Pupils who had failed repeated the quarter which they had failed. Quarters overlapped seasons of the year.

Reports of this experiment indicate that the plan was not detrimental to the pupils' achievement. Nor were fears that pupil achievement and attendance would suffer during the summer months confirmed, at least during the first five years of operation. The January-April quarter showed the fewest pupil failures, while the October-January quarter showed the most failures. First-year attendance was highest during the July-October quarter and lowest during the October-January quarter.

From the standpoint of economy, the experiment was considered successful. Savings on capital outlay for new schools and related savings (especially debt service) resulted in an estimated saving of $282,059 during a seven-year period, according to the superintendent, H. R. Vanderslice.

Vanderslice also explained that since most teachers chose to work 12 months, the school board decided to reduce teachers' salaries by 5 percent. This resulted in a saving of $69,200 during the five-month period, and a saving of $96,880 during the seven-year period.

The disadvantages of the Aliquippa experiment were soon felt. According to Hartsell, the disadvantages were these: (a) Building maintenance and repair without interference with school sessions was virtually impossible. (b) Parents objected to non-summer vacation. (c) Permitting teachers to choose their vacation quarter resulted in a constant changing of classrooms and teachers. (d) The summer quarter showed a let-down in work by both pupils and teachers. According to another source, in small schools there were often as many as three groups at different points in their grade instruction in one classroom.

Although it took some years to remedy the crisis that had precipitated adoption of the plan, the rotating four-quarter plan in Aliquippa was eventually discontinued. The difficulty in maintaining the physical plant and the increased maintenance costs, which somewhat offset economies, were two major reasons for abandoning it. Additional problems were the difficulty in assigning vacation periods, the increased administrative problems and supervisory tasks, and the increased paperwork. By 1938, Aliquippa had decided to return to the traditional nine-month school year and to construct the facilities required under the former system.

In recent years, the rotating four-quarter plan has been adopted, or seriously considered, in Del Campo High School, California; Atlanta, Georgia; and the state of Delaware.

The Del Campo High School project proposed to divide the school calendar into four quarters of 54-59 days each, with a three-week vacation between the summer and fall quarters. Most pupils were to attend three quarters, but some would be able to attend all four. The project, backed by $145,000 from the California state legislature, was to have begun in May 1966. At that time, the first summer quarter was postponed a year for lack of student interest. By November 1966, the San Juan School Board had decided to abandon the project entirely, for reasons of insufficient funds, lack of student interest, and poor support from parents.

Extended School Year

Contingent upon the appropriation by the Georgia state legislature of a requested $2,000,000 for this and other pilot projects, high schools in eight metropolitan Atlanta school systems will be operating on a four-quarter plan beginning in September 1968. The systems are Atlanta, Clayton County, Cobb County, Decatur, DeKalb County, Fulton County, Gwinnett County, and Marietta. The school year will be divided into 11- or 12-week quarters, each a full academic term. Class periods will remain the same length, but the school day will be extended to 10 periods. Student movement will be similar to the college arrangement, with some Saturday classes, some days when students have no classes, and students coming to and leaving school at various times during the day. Reportedly, during the first year of operation, students will be required to attend all of the first three quarters. The fourth quarter will be optional, and students may then choose which two of the next three quarters they wish to attend. Students may also elect to graduate from high school in three years by attending all four quarters. One-third of a unit of credit may be earned each quarter. The project's objective is curriculum improvement rather than economy. It is hoped that the arrangement will lead to more flexibility in course sequences and in student program planning and scheduling.

The Delaware State Board of Education has authorized a pilot project to begin in the summer of 1968. A 212-day school year is to be divided into four quarters, with students attending three or all four quarters on a rotating basis. If this summer project and the project tentatively scheduled to begin in September 1968 are successful, the State Board may act to implement the program throughout Delaware in 1969-70. Reasons for the Board action were rising classroom construction costs and growing student population, and the increasing competition for academic progress.

Studies

In 1952, the Fairfield, Connecticut, Citizens School Study Council reported that a needed $5,000,000 building program would cost taxpayers $368,750 a year for interest, amortization, and operation and maintenance of new buildings. The cost of operating the schools on the rotating four-quarter plan (including air conditioning) was estimated at $81,900 a year, a savings of $286,850 a year during the period the building program costs were being repaid.

Not all studies indicate a saving under the four-quarter plan. In 1957, Atlanta concluded that the cost of operating a four-quarter plan would be greater than the cost of building new schools. Although operation costs, fixed charges, and teacher retirement benefits would be less under the four-quarter plan and new plants would not have to be constructed, maintenance and instruction would cost more and air conditioning would have to be installed. Thus, the Atlanta study found that while operation of the four-quarter plan would cost $8,804,000, the cost of continuing with the traditional school year and constructing required new facilities would total $7,617,000.

Other cost analyses which showed the four-quarter plan to cost more than the traditional plan plus new buildings were: Fulton County, Georgia, $2,098,800 against $2,772,500 for the 12-month plan; DeKalb County, Georgia, $1,714,000 against $2,280,000 for the 12-month plan.

Extended School Year

Los Angeles conducted an extensive study of the four-quarter plan in 1954. The conclusion was that the all-year school was too costly, met with too much public resistance, and created too many administrative problems to make adoption feasible.

The Florida State Department of Education also concluded that the theoretical economies of the rotating four-quarter plan would not obtain and that the plan would create additional problems. The Department estimated an annual state-wide saving of $3,882,400 on depreciation and new buildings to be constructed in the future, but it also anticipated that new expenditures would offset the amount saved.

A 1958 study of the feasibility of adopting the rotating four-quarter plan in Cincinnati also found that economies would not obtain. The study concluded that although the plan would result in savings on capital outlay for buildings, the projected one-third increase in building accommodation was hardly obtainable. The plan would generally result in increased maintenance and operation costs, and "a substantial portion, if not all, of the economy attained...would result from a reduction in the number of days each pupil attended school." Other problems predicted were fluctuating class sizes, combination classes, difficult pupil transfers, and lower quality of performance in extracurricular activities.

In July 1960, the Citizens' Committee of the Sequoia Union High School District, California, reported that costs for operating the four-quarter plan in 1959-60 would total $6,006,486, but for the current plan, $4,782,952; on an ADA basis, $549.94 under a four-quarter plan, and $560.52 under the current plan. The increase under the four-quarter plan included:

1. Administration: 8% increase to compensate for additional staff to cover recent vacation allowances.

2a. Salaries of certificated personnel: 33% increase to allow for additional teaching staff for 28% more pupils plus 5% allowance for an increased number of teachers required to staff small classes.

2b. Other salaries: 28% increase to provide 28% more pupils with instructional materials (although the quantity of instructional materials used at any given time may be less, the accelerated rate of replacement will offset any savings).

3. Auxiliary services: 8% increase (same as 1).

4, 5. Operation and maintenance: 8% increase to cover an increase in custodial work, repairs and maintenance, and more overtime and contract work during week ends and holidays.

6. Fixed charges: 20% increase (a selected percentage between 8% and 33%) to cover increased cost of staff retirement contributions for an increased staff (items 2a, 2b, and 3) but with recognition that other fixed charges, such as insurance, will not be materially increased.

The same committee reported that the per-pupil cost for new construction would be $80 under the present plan and $63.23 under the four-quarter plan.

In 1966, the Florida Education Research and Development Council conducted a feasibility study of seven rescheduled school year plans for Polk County, Florida. The Council concluded that the rotating four-quarter plan would result in a 25.21 percent increase in net expenditures.

Some of the advantages and disadvantages of the rotating four-quarter plan may be summarized:

Advantages

1. The school plant and other equipment are not idle for one-fourth of the year.

2. Fewer school buildings are required, thus effecting economies in school construction, debt service, and insurance premiums.

3. Theoretically, the same school plant, staffed by the same number of personnel, provides for the education of 25 percent more pupils.

4. It eliminates the need for double sessions in overcrowded school systems.

5. Fewer books, less equipment, and the like are needed at any one time.

6. The pupil's work is evaluated more often.

7. A pupil who has failed may repeat only the quarter failed rather than the entire semester or year.

8. The pupil who has been absent for an extended time may re-enroll in the quarter or quarters missed, instead of making up the entire semester or year.

9. Teacher status is raised. Teachers receive more pay if they work all four quarters, and need not seek summer employment outside the school system.

10. More pupils may be able to find vacation employment, because only one-fourth as many youth are seeking jobs at any one time.

11. More pupils may be able to participate in extracurricular activities.

Disadvantages

1. Many studies have shown that the cost of operating a rotating four-quarter school is greater than the cost of constructing and operating a traditional nine- or 10-month school.

2. Maintenance of the school plant without disturbing school sessions is difficult because schools are constantly in session. Major cleaning and repair of buildings may have to be done at night, or on week ends, thus requiring overtime pay and adding to costs.

3. Maintenance costs necessarily increase because the plant is in steady use.

4. Accelerated replacement of textbooks and other instructional materials would offset any savings resulting from a decrease in the number in use at any one time.

5. The burden on administration and supervision is greatly increased; additional staff may be needed to handle quarterly enrollments, scheduling, graduation ceremonies, and the like. Extended vacations for such key staff as principals might be difficult to arrange.

6. Before the plan could become self-sustaining, one-fourth of the students would have to attend school continuously for 18 months.

7. Time is wasted when pupils must adjust to new classmates, schedules, and teachers several times a year.

8. Pupil transfers to and from traditional nine- and 10-month schools in other districts are difficult.

9. Coordinating and planning for extracurricular activities, which are often geared to seasons (e.g., sports, music, drama), are difficult. The quality of performance in extracurricular activities may decrease.

10. Teachers' mental and physical health may not withstand the pressure of year-round employment.

11. Summer study and travel for teachers would be eliminated. (The countering argument is that teachers may be given more sabbatical leaves.)

12. Many parents dislike the thought of children taking vacation during unconventional seasons of the year. Family vacations may be disrupted.

13. It is thought that winter is no time for a child's vacation. For many pupils, summer camp and other experiences would be eliminated. (The countering arguments are: the child would be able to participate in other seasonal activities, such as winter sports, or, pupil vacation quarters may change from year to year. The latter, however, would require pupils to be in attendance over more than three consecutive quarters.)

14. Most communities which have operated under the rotating four-quarter plan or have studied its feasibility have concluded that its disadvantages outweigh its advantages. Other systems are looking at modifications of the plan which are more similar to a traditional nine-month school year, divided into three quarters, plus a voluntary summer fourth quarter.

EXTENDED TEACHER CONTRACTS

Some school systems are beginning to offer extended teacher contracts, with commensurate pay. Although not specifically a plan for rescheduling the school year, the 11- or 12-month teacher contract is sometimes used in connection with the summer school, as it is in Rochester, Minnesota.

Extended contracts may be offered to all teachers, to a certain number or percentage of teachers, or to all teachers who meet certain requirements, such as a certain number of years of service in the school system. The longer contract may be required of all teachers, but in most instances it is voluntary. These contracts are in contrast to the common practice of employing individual teachers to teach in summer-school program.

Teacher activities during the summer months vary. For example, teachers in Rochester, Minnesota, may elect to: (a) teach in summer school; (b) work in the community recreation program; (c) participate in workshops, curriculum studies, or seminars; (d) work on local studies and research projects; (e) attend summer school; (f) request educational travel; (g) conduct individual research projects. Length of service requirements restrict eligibility for summer school and travel requests.

Among those school systems known to offer extended teacher contracts are Glencoe, Illinois; Lakewood, Ohio; Milwaukie, Oregon; Stevenson, Washington; Forest Hills, Michigan; and Oil City, Pennsylvania.

EXPLANATORY NOTE

The following explanation is intended to supplement the brief statement of limitation on p. 15 of the report on the extended school year which is attached.

The Statistical Report of the San Diego Unified School District, 1968-69, p. 15, lists the total current expense of education as $102,024,770. The cost of the K-12 program for 1968-69 listed in this report is $69,706,867.

The difference in cost is due to limitations agreed upon by the committee. The limitations were to include only those cost factors (and income factors) which fluctuate because of changes in student attendance patterns or in the amount of education provided.

Accordingly, the costs which appear in the report are:

1. The direct cost of the instructional program.
2. The cost of utilities, operations, and maintenance of the school plants.
3. The cost of salaries of personnel from the Student Services Division and the Curriculum Services Division who provide direct, on-site services to schools.

Costs which do not appear in the report are:

1. The cost of district administration.
2. The cost of health services (other than nurses' salaries).
3. The cost of transportation.
4. The cost of fixed charges (retirement, insurance, etc.)
5. District prorate costs.

The report in this form and with its planned limitations enabled the Board of Education to gain an appreciation of the financial implications of the extended school year.

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5/27/70